

**LOCAL ROADS AND STREETS COUNCIL  
REPORT TO THE WISCONSIN SECRETARY  
OF THE DEPARTMENT OF TRANSPORTATION  
*July 1998-2000 Biennial Report***

**CHAIRMAN'S INTRODUCTION**

The Local Roads and Streets Council (LRSC), initiated by the Secretary of Transportation in 1995, represents a diverse cross section of transportation professionals and elected officials. Towns, villages, cities, and counties are well represented by our members, as are regional planning agencies and state and federal transportation officials. In addition to Council members, many other local representatives participate in and contribute to Council activities. The diversity of the group encourages a stimulating variety of ideas and proposed solutions. The Council members are very proud of the work that has been accomplished and look forward to continued successes.

The year 2000 was a watershed year. The creation of the Governor's Blue Ribbon Commission on State-Local Partnerships for the 21<sup>st</sup> Century (commonly known as "The Kettl Commission") has an impact on local transportation. As such, the LRSC is poised to be a part of the examination of any programmatic or legislative changes that lead to a more efficient stewardship of the transportation infrastructure. The makeup of the LRSC and the talent of the membership lend well to the use of the group as a sounding board for new initiatives and ideas.

The enclosed report details the work of the LRSC over the last two years. Highlights include significant and tangible progress on the following: the Wisconsin Information System for Local Roads (WISLR) project; changes to the LRSC subcommittee structure to insure more smooth and efficient workflows; recommendations by the Delivery Cost Study Group (DCS) on improvements to the design and bid process; progress on the design and bid process improvements through the Secretary's Committee on Local Program Streamlining (SCOP); a request for the department to submit a proposed General Transportation Aids (GTA) purpose statement; and educational and outreach programs for local officials.

The LRSC membership is committed to continuing its efforts to improve existing processes, review proposed changes to procedure and policy, and communicate with and educate local transportation stakeholders in how to function effectively within the system. LRSC members appreciate the opportunity to come together under the Secretary's charge and hope that the Council's efforts represented in the attached report meet with the same support and approval as in the past.

This report is respectfully submitted July 18, 2002.

Sincerely,

Bill Handlos  
2000 Council Chairman

**2000  
LOCAL ROADS AND STREETS COUNCIL  
MEMBERSHIP**

**Wisconsin Towns Association**

- ◆ Bernard DeFlorian, Washington
- ◆ Mildred Beier, Beaver Dam-Dodge
- ◆ Norm Faber, Ithaca-Richland
- ◆ LaVerne Grunwald, Caledonia-Waupaca

**League of Wisconsin Municipalities**

- ◆ Gary Boden, Whitewater
- ◆ Bill Handlos, *Chair*, Manitowoc
- ◆ Dennis Melvin, West Bend
- ◆ David Waffle, Reedsburg

**Wisconsin Counties Association**

- ◆ Emmer Shields, Ashland County
- ◆ Phil Boehning, Clark County
- ◆ Tom Boguszewski, Rock County
- ◆ Dick Leffler, Florence County

**Regional Planning Commissions &  
Metropolitan Planning Organizations**

- ◆ Don Kush, West Central Wisconsin RPC
- ◆ Larry Kirch, La Crosse MPO
- ◆ Walt Raith, East Central RPC
- ◆ Ken Yunker, Southeast Wisconsin RPC

**Wisconsin Alliance of Cities**

- ◆ Richard Jones, *Vice Chair*, Racine
- ◆ Bud Verjinsky, Wisconsin Rapids
- ◆ Carl Weber, Green Bay
- ◆ Mario Schifalaqua, Milwaukee

**WisDOT Staff**

- ◆ Mary Forlenza, Chair
- ◆ Rod Clark
- ◆ Joe Nestler
- ◆ Marcia Traska
- ◆ Bob Wagner
- ◆ Cindy Gillis

**Other Participants**

- ◆ Phil Barnes, Federal Highway Association
- ◆ Phil Scherer, Transportation Development Association
- ◆ Don Walker, UW-Transportation Information Center

## **LOCAL ROADS AND STREETS COUNCIL OVERVIEW**

Of the approximately 112,000 miles of streets, roads and highways in Wisconsin, county, town, village and city streets and roads make up 89% of that mileage. These local roadways serve as the “last leg of the trip” for most commerce. Clearly, Wisconsin’s economy is dependent upon a strong system of major highways, as well as a well-maintained and efficient system of local roads. Together, they create a vital network providing for the circulation of our economy’s lifeblood. The focus of the Local Roads and Streets Council (LRSC) is to provide for the continued existence of this high quality, cost-effective local roads system that serves the needs of Wisconsin’s citizens.

In 1995, the LRSC was created and charged by the Secretary of the Wisconsin Department of Transportation (WisDOT) to concentrate on four main areas: (1) enhancement and facilitation of communication among various state associations and the Wisconsin Department of Transportation; (2) investigation into the impact of federal legislation on state policies; (3) review of policies which affect local roads and streets, with special emphasis on cost containment; and (4) evaluation of the needs and methods for collecting local network data and development of policy recommendations based on that data. The LRSC continues to focus on its charge through thoughtful review of legislative and policy alterations, through analysis of the state and federal design and funding process, and through the creation of the state’s first fully integrated local streets database. The LRSC is proud to contribute to increased local unit awareness of transportation issues and is committed to improving the efficiency and cost-effectiveness of transportation improvement programs.

## **LOCAL ROADS AND STREETS COUNCIL ORGANIZATION**

The Local Roads and Streets Council is comprised of representatives from all levels of local government, including towns, villages, cities, counties, regional planning commissions and metropolitan planning organizations, along with WisDOT. This representative cross-section of local transportation stakeholders allows for input from a wide range of viewpoints and perspectives, which is an asset in developing policy and direction for the LRSC. In order to maximize input from each of these stakeholders, as well as ensure a smooth and efficient workflow, LRSC members divide the workload among four main topics. These include:

♦ **Cost Containment and Managing Resources**

♦ **Needs Study and Funding Mechanisms**

♦ **Mandates and Public Policy**

♦ **Education and Communication**

Each committee or study group's membership reflects a cross-section of the LRSC as a whole. Each committee or group is comprised of at least one member from each local government association (e.g. one member from the Wisconsin Towns Association, one from the Wisconsin Counties Association, etc.) In addition, the committee/study group membership sometimes expands beyond Council members to include outside stakeholders or non-Council local government representatives with special skills or expertise that can contribute to the group's efforts. The remainder of this report examines the accomplishments of LRSC's committees/study groups and the changes that have occurred in the last two years.

## **LOCAL ROADS AND STREETS COUNCIL ACCOMPLISHMENTS**

### **COST CONTAINMENT AND MANAGING RESOURCES**

The goal of the Cost Containment and Managing Resources Committee is to give specific recommendations to the LRSC in the area of transportation services, cost containment, and management of existing resources. Containing costs and improving management of the local roads and streets system are concerns of both state and local government officials. Cost containment can be achieved in numerous ways. A simple way to curtail costs is to limit service to the public or cease investing in local roads and streets infrastructure; the Council rejects these methods for obvious reasons. Cost containment must include an implicit goal of improving or at least maintaining the quality of the local highway system in order to assure the movement of goods and services.

The costs of maintaining the local highway system are driven by several factors, including but not limited to: public sector factors; private sector variables; environmental and other mandates; the development of best management practices; and efforts at increasing public/private partnerships where appropriate.

#### **Public Sector Cost Containment Factors**

Various public sector factors affect the cost of maintaining the local highway system. Those factors include: projects undertaken by other LRSC committees or actors that have a direct bearing on project costs; the education and training of local officials regarding the function and maintenance of the local highway system; the amount of attention given to mandate and process costs; and analysis, interpretation, and decision-making based on available local road data, like that produced from the WISLR project.

#### **Private Sector Cost Containment Variables**

The private sector is an important but often overlooked player in cost containment. Since most municipalities are not equipped to construct or improve local infrastructure, they must turn to the private sector for assistance. The road construction industry plays a major role in improving local roads and streets. Recognizing this, the LRSC met with representatives of the Wisconsin Transportation Builder's Association (WTBA) in 1997 to discuss ways in which the public sector could approach contracting with private sector players in order to improve cost savings. Several recommendations were developed from these discussions. They include:

*Standardizing specifications for local government projects*

While the ideas of standardization and local control are inherently at odds, the LRSC nonetheless advocates that the standardization of project specifications at the local level is a useful cost saving methodology. Currently, the University of Wisconsin Extension Transportation Information Center's (UW-TIC) educational programs address the standardization of specifications for local government documents.

*Grouping or bundling projects to take advantage of economies of scale*

Grouping or bundling projects to take advantage of economies of scale is another method of improving cost savings within the private sector. While the LRSC members certainly advocate grouping and/or bundling, some members caution that there are inherent limitations for large projects when the traditional Design-Bid-Build method is employed. In addition, some members believe that the Design-Bid-Build method must be monitored closely to avoid any potential conflicts of interest between the Designer and the Builder.

*Timing of bids to improve competitiveness and contractor scheduling*

The LRSC is committed to continuing the process of public bidding for contractual work regarding local roads. The LRSC membership is significantly experienced in the practical application of bid and non-bid projects, and it draws upon that expertise in improving competitiveness and contractor scheduling. In addition, the LRSC seeks to make its presence and resources better known to legislators and other State agency officials involved in the bid process, so as to assist those actors in cost containment.

### General Transportation Aids Analysis

Nowhere is the concern over cost containment greater than in the area of General Transportation Aids (GTA) (See Appendix 2 for more information regarding GTA purpose/mission). Since GTA is a cost-based funding formula and costs have, for the most part, increased at a rate greater than inflation, the funding formula is inherently contributing to a lack of cost restraint on the local level. The LRSC recognizes the need for changes to the GTA formula and structure and assigned the Cost Containment and Managing Resources Committee to address the issue. The Cost Containment and Managing Resources Committee is charged with the following priorities regarding the GTA formula:

*Changes to the GTA Formula*

Changes to the GTA formula and structure are to be made to improve accountability. This is necessary to insure that local governments are spending GTA funds appropriately and for their intended purpose.

#### *Review of Eligible Cost Items*

The list of eligible cost items is to be reviewed. Particular attention must be given to whether the costs are truly “transportation” related. In addition, efforts are to be made to see if all cost items should be treated equally or whether some items should be weighted more or less heavily.

#### *Review of Police Costs and Special Assessment Issues*

Police costs and special assessment issues are to be specifically addressed. These areas are identified as being areas of the formula that may create inequities or are counter to GTA goals.

The charge also outlines those items that are not to be addressed, including the relative share of the transportation budget that GTA represents and the division of GTA between levels of government.

In addition to the priorities charged to the group by the Chair, the Cost Containment and Managing Resources Committee developed long-term goals regarding the GTA formula and cost containment. The long-term goals include developing incentives within the formula for achieving system management goals, as well as developing needs and/or historical studies that gauge the effectiveness of the formula. It is anticipated that the implementation of the new Local Roads Database (WISLR) will help to provide the necessary information to realize long-term goals.

The GTA Study Committee made its report to the LRSC on June 3, 1998. A brief summary of its short-term recommendations include:

- ◆ Amend the allowable police cost percentages by reducing eligible police costs, minimizing GTA reallocations, and simplifying the number of police costs categories
- ◆ Change the minimum municipal cushion from 5% to 2%, providing for payment reductions and assisting municipalities in minimizing or eliminating large fluctuations in payment
- ◆ Create separate funding allocation pots for rate-per-mile and share-of-costs
- ◆ Statutorily add a purpose statement to define the goals of the program and to determine if those goals are met
- ◆ Continue to contribute funding for UWEX-Transportation Information Center (UW-TIC) operations from sources other than GTA.

GTA priorities for the coming biennium include: addressing recommendations that were submitted but not included in the final 1999-2001 budget and ensure that those issues are reconsidered for the 2001-2003

budget; further analysis of the five issues that were included in the first budget report; continued assessment of the current funding formula; continued exploration of a way to build greater accountability into the GTA program; coordination of efforts with associations to get the GTA Purpose Statement back into the budget process; initiate exploration of alternative methods for funding local road and street maintenance and construction.

#### Best Management Practices Development

The development of a Best Management Practices Guide for local transportation officials remains a priority for LRSC members. LRSC members believe that local officials would welcome and greatly benefit from a Best Management Practices guide. However, since the LRSC has limited resources available for this project, the involvement of the Legislative Council or another organization, such as the UW-TIC, is necessary to undertake the project. As such, the LRSC continues to seek assistance in this regard.

#### Public/Private Partnership Effort

The public/private partnership effort continues. The LRSC regularly invites representatives of the WTBA to discuss how to undertake and manage local roads and streets projects, as well as ways that project costs can be contained. Similar efforts at building public/private partnerships will be advanced as opportunities arise.

### **NEEDS STUDY AND FUNDING MECHANISMS**

The Needs Study and Funding Mechanisms group's goal is the development of a needs assessment for Wisconsin's local roads and streets system, as well as an examination of the funding in place for that system. The team recognizes that a local road needs study requires information beyond what is currently provided by the existing local roads database. It is also clear that any study of funding mechanisms must include an investigation into the effectiveness of that funding. Without a gauge of quality and a historical perspective, there is no way to determine if a funding mechanism is truly performing its intended function. A database including quality measurements of the local roads and streets inventory is a prerequisite for any thorough examination of the local transportation system.

#### Wisconsin Information System for Local Roads (WISLR)

Since 1995, the LRSC and the Needs Study and Funding Mechanisms Committee worked to develop the framework and the concepts for a new local roads and streets database. After a preliminary investigation revealed that the existing local roads database's 20-year old technology and inherent limitations could not be retooled to meet the Council's conceptual goals, the Council created the Local Roads Database Initiative. The Local Roads Database Initiative is an effort aimed at modernizing the database and mapping system for all local roads throughout Wisconsin. With support from the WisDOT Secretary, the project was launched in 1996. The completion of the first phase of this project in late 2001 will allow state and local transportation leaders to measure the success of programmatic decision-making. It is essential that state and local decision makers be able to measure and assess the condition of local roadways and incorporate such information into future planning and decision making efforts. Based on recommendations provided by the LRSC, State Statute 86.302(2) was enacted to require



municipalities and counties to submit pavement ratings to WisDOT on a biennial basis. This information will be stored in the new local roads database. Now referred to as WISLR (Wisconsin Information System for Local Roads), the local roads database initiative continues to develop and evolve, enjoying much success along the way (See Appendix 1 for a detailed WISLR Phase 1 Status Report).

The WISLR database contains geographic data, functional classifications, pavement ratings, and other characteristics of roadway segments. The product is being designed for two major user groups. One of the user groups is comprised of State and Federal Agency professionals; the other is comprised of local professionals, state professionals, legislators, and local officials. Both groups are interested in not only a replacement of the existing database but in a fully functional, shared database of pavement ratings. WISLR will serve as a repository for data and will also allow for data analysis of the local ratings, sensitivity analysis for programmatic functions, and serve as a tool for the analysis of program funding in various localities. In effect, the final WISLR database product is both practical and symbolic in its nature. WISLR is practical for its applications, as it provides local road information quickly, easily, and efficiently. WISLR is symbolic because it is a shared database symbolizing the local/state partnership that is required for the LRSC to move to the next level in efficient use of public funds. LRSC members anticipate that the WISLR effort will help to foster other cooperative local/state ventures in the future.

Goals were set in the early stages of the WISLR project definition. These goals include: allowing multilevel input; creating a friendly graphical user interface (GUI); transitioning from a segment number system to an “on/at” system; and designing a product that directly accepts PASERWARE software information.

#### *Multilevel Input*

One of the primary goals for the WISLR project is the ability for the system/database to allow multilevel input. Municipalities may input data by sending digital files via U.S. mail or email, by direct input into a web-based application, or by paper form mailed to the WisDOT office. While the paper format of data input is still acceptable, it is expected that over the next several years all municipalities will transition from paper to electronic form for data entry. Incorporating transition time into the overall technology plan allows time for adequate training and education of those individuals who must move from paper to the electronic format.

#### *Friendly Graphical User Interface (GUI)*

Another goal for the WISLR project is a friendlier graphical user interface (GUI). The design team created a user-friendly method of input that is organized in a fashion that echoes the data creator’s task. There is a tabular input method for those who input mass data, as well as a separate input GUI for the user who enters data directly into a laptop while “in the field.” In addition, special attention is given to the subtle details of usability, as defined by real users who reviewed the product.

#### *Transitioning from a “Segment” to an “On/At” System*

One of the tougher challenges facing the WISLR data collection effort is the transition from the conventional road naming system that uses segment numbers to a system that utilizes “on/at” locator technology. While representing a change



for seasoned veterans of the ROADWARE/PASERWARE software, this referencing method is compatible with GIS, allows for more flexibility in data growth, and allows the computer to reference the data with ease. The LRSC is holding training sessions regarding transitioning to the new system in order to address the issues and needs of both the new and more technically proficient users.

#### *Database Development*

An important goal for the WISLR design team is the production of a system that accepts PASERWARE information directly, while simultaneously allowing for the acceptance of information from alternative pavement rating systems. In order for this database to serve all of Wisconsin's communities, the WISLR design team needs to ensure that the database is robust enough to manage the tremendous size of the cumulative data, as well as ensure that the software that is chosen is flexible enough to handle the various sources of input.

#### Technical Advisory User Group (TAUG)

The Technical Advisory User Group (TAUG) aids the project team on technical issues. TAUG is comprised of technical professionals and other front line users. TAUG is invaluable to the project team, as it brings to the table the real technical expectations of input professionals, as well as provides expert advice on key application issues.

The work of the Council will not end with the implementation of the new database. The LRSC Executive Committee and TAUG will continue to work with the product after completion to monitor the database and to make ongoing recommendations. The Council will also play a role in the efforts to implement the new database, including training and educational programs for local government officials.

### **MANDATES AND PUBLIC POLICY**

The goal of the Mandates and Public Policy Committee is to study the issues of mandates and public policy as they affect local roads and streets. Due to increasing numbers of mandates, one of the primary concerns of local government is the escalation of both general project and project delivery costs. Therefore, in 1996, the Committee conducted a survey to determine what local government officials cite as the most problematic mandates. The LRSC views the following items as primary concerns: wetland preservation, including mitigation policies; hazardous materials identification and removal; property acquisition and relocation rules; historical/archeological surveys and related requirements; and project delivery process streamlining.

In 1998, the Committee named the following two action items as priorities: address the four most recognized mandate problems (listed above) with the appropriate agencies, and explore the notion of increased flexibility in project delivery requirements with the Wisconsin Department of Transportation and the Federal Highway Administration.

#### Regulatory, Environmental, and Legislative Subcommittee (REAL)

A change to the LRSC's subcommittee structure included the creation of the Regulatory, Environmental, and Legislative (REAL) sub-committee within the Mandates and Public Policy group. The LRSC's identification of the need for local units of government to better understand regulatory, environmental, and legislative issues led to the subcommittee's

creation. The group is charged with the task of tracking and examining changes to the regulations and policies that impact local roads. The LRSC created the REAL subcommittee to provide interpretation and analysis regarding complex statutes that originate from the various State agencies (e.g. wetland preservation mandates from the Department of Natural Resources, etc.). Interpretation and analysis is particularly pertinent when those rules, laws, and policies affect the local roads system.

Some issues that were presented to the REAL subcommittee for interpretation and analysis were proposed, including the non-point regulations, Trans 233 (i.e. the rule regarding the division of land abutting a state trunk highway or connecting highway), NR 216 (which outlines the requirements for storm water permits for construction sites, industrial facilities, and various units of government, including cities, towns, and villages) non-attainment air quality standards, and applicable federal changes to regulations affecting local transportation. The LRSC is very pleased to see that WisDOT is supportive of these subcommittee efforts, and LRSC members hope that such efforts will work to improve local awareness regarding transportation issues, energize association leadership, and affect proposed changes through thoughtful input to the rule making process. LRSC leaders and members hope that those responsible for promulgating such changes will use the LRSC to improve their processes.

#### Delivery Cost Study Group (DCS)

The Delivery Cost Study Group (DCS) focused on areas of project delivery that can be enhanced through efforts at policy streamlining, including making changes in the design manual. The DCS presented a final report of their findings in April 2000.

One of the outcomes of the DCS project was the realization on the part of the LRSC to involve additional stakeholders in the efforts to improve project delivery. Additional stakeholders included are groups like the Wisconsin Transportation Builders Association (WTBA) and the Wisconsin Association of Consulting Engineers (WACE). Upon the recommendation of the Secretary of Transportation, a new committee was formed to include that broader consortium of groups; that committee is called the Secretary's Committee on Local Program Streamlining (SCOP). Given the creation of SCOP, which in effect expanded the membership and scope of the DSC, the DSC was disbanded in 2000.

### **EDUCATION AND COMMUNICATION**

The Education and Communication Committee is charged with developing recommendations for communication among all stakeholders and appropriate decision makers with an interest in local transportation. The Education and Communication Committee is the vehicle for communicating the work of LRSC committees to the appropriate audiences. Examples of outreach and education efforts include the General Transportation Aids Informational Outreach, WISLR Outreach, and the Local Government Outreach, all of which are listed in detail below.

#### General Transportation Aids Informational Outreach

In early 1999, the Education and Communication Committee produced and distributed an informational brochure containing basic historical and statistical information about the

GTA program. The intent of the brochure is to help remind leaders of the purpose and importance of GTA funds. The information included in the brochure outlines the details of a legislative mandate that requires funds from GTA to be used for those purposes only. In addition, the brochure illustrates the connection between state transportation and local roads and reminds local officials that their streets are part of the statewide system. Finally, the information contained in the brochure explains the increasing local share vs. the GTA funding level, which is growing by a three-to-one margin.

#### WISLR Outreach

Much of the work of the Education and Communication Committee is aimed towards successful education of future end users for the WISLR project. The Committee works with WisDOT staff in determining the best way to inform local actors of the benefits of an integrated pavement rating database system. The Education and Communication Committee is instrumental in the success of WISLR. As well as getting WISLR user information out to those who are responsible for local data input, the committee is very effective in communicating what the WISLR database offers to local governments.

#### Local Governmental Unit Outreach

The Education and Communication Committee is committed to improving its proactive role for the Council as well. One area that the Committee plans to focus on in the next biennium is reaching out to the associations that represent towns, villages, cities and counties. The committee's goal for the coming year is to re-energize the leadership of the associations to more actively consider local roads issues. If successful, all units of local government are well served.

Another proactive position of the Education and Communication Committee concerns changes in the transportation services decision-making processes. Initial reports from the Kettl Commission call for the decreased importance of jurisdictional boundaries in the transportation services decision-making process. If this goal is to be realized, local governmental units must learn to cooperate and coordinate with one another regarding local transportation policy decision-making. The Education and Communication Committee is involved in helping to educate local actors regarding the numerous benefits that will result from the sharing of local programs and resources.

#### Coordination with the University of Wisconsin Transportation Information Center

It is important to note that outreach and training are critical to local roads program successes, and the LRSC continues to regard the University of Wisconsin Transportation Information Center (UW-TIC) as the primary source for the training of local government officials in this regard. The existence of the Center is essential to the management of Wisconsin's local roads and streets system. It is critical that funding support be strong so that LRSC members can ensure that information continues to flow to the local units.

## **LOOKING PAST AND FORWARD: THE EXECUTIVE COMMITTEE**

As the LRSC matured and the issues it addressed became more complex, the group mobilized to form the Executive Committee, a leadership group dedicated to providing focused commitment, insight, and action on key topics. The Executive Committee is not a replacement for full Council actions – rather, this group has the ability to move quickly on timely issues, which are then brought before the full LRSC. In addition, the Executive Committee meets with the WisDOT Secretary's Office annually, and it meets quarterly with WisDOT leadership on issues of mutual interest. Executive Committee membership includes the LRSC chair, vice-chair, past chair, sub-committee chairs, and WisDOT's staff chair to the Council.

The goals of the Executive Committee are as follows:

- Provide leadership to the LRSC
- Prioritize and focus Council efforts
- Ensure consistent message across Council activities
- Serve as focal point for WisDOT interaction.

2001 Priorities of the Executive Committee are:

- Successful implementation of WISLR
- Active participation in developing local consensus around the future of funding transportation
- Cooperation with WisDOT business areas that have an impact on local communities
- Expanded awareness of the LRSC and its activities

## **CONCLUSION**

This report highlighted key issues that the Local Roads and Streets Council addressed during the 1998-2000 biennium including: the reaffirmation of LRSC's commitment to the Secretary's priorities; progress on the WISLR project; the initiation of the SCOP; recommendations regarding the GTA program; the establishment of the Executive Committee and REAL subcommittee; and the continued efforts at education and outreach on the part of the Education & Communication Committee.

While much was accomplished during the 1998-2000 biennium, the Council recognizes that more work is yet to be done. Future LRSC endeavors include: new, expanded opportunities for education and outreach on WISLR and other activities; continued efforts by the LRSC Executive Committee to provide focused commitment, insight, and action on key topics, particularly during a time when the issues that the LRSC addresses are growing more varied and complex; to serve WisDOT as a resource on all issues that have an impact on local communities; and to provide a reliable, effective conduit for communication and cooperation among WisDOT and local transportation associations.

The strong relationship that exists between the Council and WisDOT will continue to facilitate important work and generate solutions to future challenges. The LRSC provides a unique opportunity for WisDOT and others interested in local transportation to utilize the talent of the Council as a sounding board for ideas. The members of the LRSC look forward

to many more years of partnering with local governments and to many more successes in maintaining Wisconsin's local roads network as one of the finest in the nation.

Copies of this report are available by contacting:

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**Appendix 1**  
**Wisconsin Information System for Local Roads (WISLR) Status Report**

The Wisconsin Information System for Local Roads (WISLR) Database is currently in Phase I of its construction, which is scheduled for completion in the late summer of 2001.

WISLR Stage 1 Completion will provide the following:

- Convenient access to data
- Converted existing local road data
- GIS base map coverage using local geometry
- WISLR Inventory and Certification System
- Statewide standard CVT and functional classification maps
- Store and retrieve pavement rating data
- Flexible platform for future applications

What will the WISLR system do?

- Join business data to location
- Consolidate eight separate location systems to a single statewide system
- Support single entry to update both business and location data
- Create single base map from which various map themes may be produced

What changes will locals see?

- Access to current inventory data
- Annual certification cycle
- Responsible for physical inventorying
- Responsible for collecting and submitting pavement ratings
- Require additional hardware and Internet access

What changes will WisDOT see?

- Decentralization of physical inventory process
- Responsible for quality of WISLR data
- Support a single entry to update business and location data
- Provide support to local government officials

How will this be accomplished?

Joint effort that includes:

- LRSC
- TAUG
- TIC
- District Local Road Coordinators
- Statewide Local Road Coordinator
- WISLR Steering Committee
- WISLR Project Team

Expected Benefits of WISLR:

- Improves decision making (Local/State)
- Provides ability to display data graphically
- Standardized statewide road condition data



***Appendix 2***  
**General Transportation Aids Purpose Statement**

Findings and Principles

Each municipality and county maintains a local road, street, or highway system that is part of a larger statewide highway transportation network that provides for the movement of goods and people to meet the transportation needs of state residents. Each municipality and county should have as much autonomy as possible in managing and financing its own roadway system, and each municipality and county should provide locally-derived financial support for that system, reflecting the importance of those local roads to residents, businesses, and property owners. State financial support for local transportation needs is provided through a variety of local aids and assistance programs, including General Transportation Aids.

Program Purpose

It is appropriate that each municipality and county share in state-collected highway user revenues, as determined each biennium by the Legislature, to help support the operation and improvement of local road and street systems. The purpose of the General Transportation Aids program is to provide for the annual distribution of those legislatively-determined state revenues which, in combination with local funds, will provide a stable financing base for a portion of continuing local costs, including the maintenance, operation, and construction of safe local roads, streets, and highways. The level of state assistance to individual units of government should reflect differences in both the magnitude of local needs and local spending decisions. Each municipality and county shall account for and report the use of the funding it receives under this section as prescribed by WisDOT.

### **Appendix 3**

#### **Delivery Cost Study Group April 2000 Final Report Summary**

The *Delivery Cost Study Group* was established in March of 1998 by the Chair of the Local Roads and Streets Council (LRSC) for the purpose of providing recommendations for reducing engineering costs, as well as the delivery time of design and construction projects on the local system. The mission of the *Delivery Cost Study Group* is to: examine the cost differences between Federal Aid Projects and 'in-house' projects; examine the rising costs of engineering and project administration on Federal Aid Projects; examine the engineering consultant selection process; examine costs related to mandate compliance; and to make recommendations on new processes, approaches, and innovations that reduce project delivery time and project costs.

A charge given to the LRSC at its inception in 1995 was to "review policies which affect local roads and streets, with special emphasis on cost containment." The local government officials that make up the membership of the LRSC embraced this charge and realized that an effort was needed to contain the rising cost of transportation improvement projects and, if at all possible, make better use of the funds allocated for such projects. The challenge is to make our existing allocated transportation dollars go further.

The following summary report is the compilation of local recommendations developed by the *Delivery Cost Study Group*, a working group of the LRSC. This report was developed after intensive discussions with WisDOT staff; FHWA staff; municipal officials; regulators; and private sector stake holders.

Many local government officials have voiced concern over the rising development and administrative costs associated with traditional federal aid projects administered by WisDOT. There exists a perception that the cost, development time, and difficulties associated with developing and administering federal aid projects are all on the rise.

The list of recommendations contained herein, if pursued, should help simplify and streamline the delivery process for WisDOT administered federal aid projects and, in so doing, reduce development time and cost.

#### **DELIVERY COST STUDY GROUP RECOMMENDATIONS**

The *Delivery Cost Study Group* made recommendations on the following items:

- Local public agency process certification, including recommendations made regarding timing, control, and cost/staff savings;
- development of a tiered approach to project administration;
- facilities development process issues, including traffic forecasting, local project adherence to Chapter 14 FDM Procedures, exceptions to design standards on local projects, local government input on the updating of the FDM, FDM updates on the notification process, and the concept definition report and the operational planning meeting;
- consultant issues, including cost and time savings, education, and local involvement;
- environmental processes, including disparity and inconsistency between districts on environmental policy creating increased review costs; Department of Natural Resources staff involvement in project scoping meetings; wetland delineation criteria and mitigation procedures, standard erosion control plans, bridge preservation and funding for local

- historic bridges, standardized wording for screening worksheets, programmatic exclusions on environmental issues, and streamlining of environmental document review;
- WisDOT review, including bidability and constructability and automated and electronic submittals of PS & E documents; and
- consistency issues.

#### Secretary's Committee on Local Program Streamlining (SCOP)

Based on the information coming from the Delivery Cost Study Group as they worked through their review process, it became clear that the issues being researched: (1) held potential for savings on state as well as local projects; and (2) directly impacted transportation stakeholders. To permit immediate consideration of these issues, in 1999, the WisDOT Secretary created the Committee on Local Program Streamlining, or SCOP.

This entity, chaired by the Deputy Administrator of WisDOT's Division of Transportation Infrastructure Development (DTID), has been charged with looking at the recommendations of the group from a broad perspective, and with coordinating the input of various affected interests – WisDOT, FHWA, locals, Wisconsin Transportation Builders Association (WTBA) and Wisconsin Association of Consulting Engineers (WACE) representatives.